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NOTES ON MUNICIPAL GOVERNMENT.

AMERICAN CITIES.

Boston.—*Amalgamation.* The recent census has brought to the fore in many congested regions the question of amalgamation and administrative reorganization. The question is discussed in the following notes from various cities. While there has been a very general movement toward concentration of power where congestion of population exists, Boston and its populous suburbs have hitherto resisted the temptation to sacrifice individuality in exchange for a higher rank in the population column or for the possible administrative advantages. The problems presented, however, have demanded some co-operation. The state has attempted to solve the difficulties by the appointment of metropolitan commissions. Mayor Hart of Boston has kindly discussed in the following brief note to the editor the question of amalgamation from the standpoint of Boston's interest:

MAYOR'S OFFICE,

BOSTON, MASS., September 11, 1900.

DEAR SIR: The interest shown in our metropolitan areas (those for postal, water, sewer, park work are not alike) is not general, I think. Now that bills fall due, the friends of metropolitan arrangements are likely to grow less.

Your question, why Boston does not annex Cambridge, Somerville, etc., is easily answered: Our history of such annexations proves that Boston proper is taxed to give suburbs more than they pay for. Boston has annexed Brighton, Dorchester, West Roxbury, etc. You can compute what they pay and what they cost the city treasury. Brookline does not wish to be annexed, because it is rich, and not anxious to be taxed for poor wards.

Our metropolitan commissions (police, water, sewer, park) are apparently an anomaly. Their power they derive from the state, which does not pay the bills, and cannot be said to exercise supervision. Such commissions are theoretically a violation of home rule; in practice, American cities are under the absolute control of state authority, and our metropolitan commissions here owe their existence in law to the fact stated. It is right to add that our metropolitan commissions have conducted themselves very well.

The mischief in city government is largely due to the fact that cities have so very few rights which the state is bound to respect. Perhaps it is a mistake to enlarge these dependent communities. Experience can hardly be said to justify the artificial combination of such

unwieldy communities as greater New York or metropolitan Boston. Municipal Boston is rather large for many purposes. How one man can manage our street department, for instance, is not quite clear.

Personally, I have no wish to annex Cambridge or Somerville, and I trust that our metropolitan commissions may cease. I wish the legislature would make general laws only, and I desire that every municipal corporation manage its own affairs and take the consequences. Congress cannot govern states; states cannot govern cities.

Very truly yours,

THOMAS N. HART.

Buffalo.—*Amalgamation.* There are no “populous suburbs” which seek annexation to Buffalo, and the subject is only occasionally mentioned in our papers. I suppose one reason why there is little interest in the matter is the fact that there is a vast quantity of unoccupied land in the present city limits—almost enough, I should think, to contain double our present population, without overcrowding; and most of it, too, is eligible for residence purposes, needing only rapid communication with the business centre to become popular for that purpose. We do not need to enlarge our boundaries at present, and there is no movement in that direction.

*Voting Machines.*¹ Buffalo will use its voting machines in the coming election. They have been shipped to Rochester to receive certain improvements which the company, under its contract, is bound to furnish the city free of charge. One of them is numbering the points of the indicators so as to reduce the chance of the voters making a mistake when “splitting.”

Voting machines are to be used in the following places: Rochester, Utica, Ithaca, Elmira, Poughkeepsie, Auburn, Oswego, Rome, Gloversville, Johnstown, Hudson, Glen's Falls, Batavia, LeRoy, Shelby, Medina, Middleport, Gasport, Royalton, Pittsford, Winfield, Canisteo, Albion, Niagara Falls, Syracuse and Jamestown.

Pittsburg.—*Amalgamation.* The area and population under the jurisdiction of the municipal corporation is but a small part of the community designated as Pittsburg. The municipal area lies on both sides of the Monongahela River, but is bounded by the Allegheny River on the north, and the area north of that river is under a distinct municipal corporation—Allegheny City. In every other respect Allegheny City is an integral part of the community. There is not a street car line in Allegheny City that does not run into Pittsburg. The same is true of McKeesport, southeast of Pittsburg on the Monon-

¹ Communication of A. C. Richardson, Esq., Buffalo, N. Y.

gahela River. It is essentially an integral part of the community, but it has a city charter of its own. Adjacent to Pittsburg are various boroughs, whose territory is traversed by the Pittsburg street railway system, but although there is no perceptible demarcation in streets and buildings they have their distinct frame of government. But the residents of such boroughs regard themselves as Pittsburgers and designate themselves as such when registering at hotels.

The law of Pennsylvania brings the entire population of the state under county government, and provides facilities by which any local centre of population can obtain from the courts a township or a borough charter as its population may warrant. When its population reaches a certain limit it becomes subject to the general law of municipal incorporation and becomes a city of the third class. Further increase of population to a certain number makes it a city of the second class. The population requirement for a city of the first-class is such that it can be satisfied by Philadelphia alone. Both Pittsburg and Allegheny are cities of the second-class, and McKeesport is a city of the third-class.

Both Pittsburg and Allegheny have grown by accretion of boroughs, but the tendency seems to have been arrested, and under existing laws it is not difficult to obstruct an annexation movement. Over five years ago an effort was made to bring the community in its entirety under one municipal jurisdiction. Greater Pittsburg, as thus delineated comprised three cities, forty-four boroughs and twenty-seven townships. The population of this area is 722,129 while that of corporate Pittsburg is only 321,616. At present Pittsburg stands thirteenth in the list of cities by population. Greater Pittsburg would stand in seventh place. Its commercial rank, as indicated by bank clearings, is already that of sixth place, being ahead of Baltimore and close to St. Louis. The area of corporate Pittsburg is 28.392 square miles; that of Greater Pittsburg is 316.22 square miles, not quite half Allegheny County, the area of which is nearly 700 square miles.

The greater Pittsburg movement resulted in the passage of the Act of May 8, 1895, providing that an election on the question of annexation could be held on the petition of five per cent of the qualified voters in the district which it was proposed to annex. Soon after the movement sustained a fatal check by the breaking out of a faction war in the Republican state party organization. The Pittsburg politicians were afraid to complicate the faction struggle with the annexation issue, and procured the passage of the Act of May 25, 1897, which repeals the annexation act of 1895. The law as it now stands makes no provision for the annexation of cities, and proceedings for the annexation of a township or borough may be begun only on the

application of three-fifths of all the taxable inhabitants of said district. At present it cannot be said that there is a strong sentiment in favor of annexation. So far as streets and lighting and street railways are concerned, they are virtually parts of the city. Pittsburg pumps its water supply from the Allegheny River, which is very subject to pollution, and typhoid fever is prevalent, so that there is at present no inducement towards annexation on that score. Pittsburg is now putting in a filtering plant, and when the benefits of pure water are realized advantages of annexation may be more attractive. The educational advantages to be gained would be simply those of free access to the Pittsburg high schools. As regards lower schools, each school district is a governmental unit, electing school directors and levying school taxes, so that annexation would make no change in this respect. Some of the local aggregates of population feel that their needs can be better provided for under a borough form of government controlled by themselves than under the general jurisdiction of Pittsburg municipal government in which their proportionate representation would be small. Annexation sentiment is strongest in Allegheny City, whose government is not so satisfactory as that of Pittsburg, although carried on under the same charter provisions.

The following table comprehends the various districts included in the area of greater Pittsburg—the population figures being based on the census of 1900, so far as known, and in lieu of official figures upon the best obtainable estimates:

	Popula- tion.	Area sq. mile.	Assessed value.	Tax rate.
CITIES.				
Pittsburg	321,616	28.392	\$321,696,550	¹ / ₁₉
Allegheny	129,896	8.00	82,582,800	¹ / _{15.5}
McKeesport	34,227	5.00	16,324,825	² / ₁₉
BOROUGHES.				
Aspinwall	1,231	0.25	864,945	¹ / ₁₆
Avalon	2,130	0.44	1,518,910	¹ / ₁₉
Braddock	15,904	0.46	5,674,955	¹ / ₂₀
Ben Avon	848	0.33	841,385	¹ / ₁₉
Bellevue	3,510	1.03	2,802,975	¹ / _{17½}
Carnegie	7,332	1.01	3,101,285	¹ / _{17½}
Crafton	1,924	0.58	1,652,483	¹ / _{12½}
Coraopolis	2,555	0.72	1,465,255	¹ / ₂₀
Duquesne	9,036	1.13	3,847,250	¹ / ₂₀
Etna	5,385	0.62	2,118,658	¹ / ₁₇
Emsworth	960	0.58	618,560	² / _{10½}

	Popula- tion.	Area sq. mile.	Assessed value.	Tax rate.
Elizabeth	1,865	0.35	691,705	21
Elliott	3,143	0.28	1,153,000	² 12
East Pittsburg	2,577	0.35	1,486,770	18 ¹ / ₄
Edgewood	1,027	0.47	1,535,430	19
East McKeesport	883	0.322	322,925	17
Esplen	2,386	0.22	810,450	16 ¹ / ₂
Glenfield	905	0.975	375,635	14 ³ / ₄
Green Tree	636	2.51	590,880	12 ¹ / ₂
Homestead	16,269	1.21	5,001,645	20
Knoxville	3,483	0.16	1,688,985	13 ¹ / ₂
Millvale	6,841	0.57	2,201,630	² 10
Montooth	895	0.132	198,705	21
Mt. Oliver	2,301	0.16	663,015	16
McKees Rocks	6,505	0.87	2,556,925	² 9 ¹ / ₂
North Braddock	6,722	1.49	4,722,105	18
Osborne	400	0.40	431,035	10
Oakdale	1,147	0.49	409,545	² 12
Oakmont	2,317	0.55	1,893,475	17 3-10
Port Vue	1,797	2.45	944,890	7 ¹ / ₂
Pitcairn	2,555	0.30	838,340	18 3-5
Rankin	3,940	0.49	1,877,290	19
Sewickley	3,548	0.77	3,234,435	16
Swissvale	1,672	1.24	1,609,745	13
Sharpsburg	7,544	0.67	3,192,535	13 ¹ / ₂
Spring Garden	1,015	0.18	374,050	9 ³ / ₄
Sheraden	2,786	0.86	1,708,740	15 ¹ / ₂
Turtle Creek	2,574	0.57	2,071,890	19 ¹ / ₂
Tarentum	5,472	0.76	1,758,105	19 ¹ / ₂
Verona	1,899	0.98	787,035	22
Versailles	852	0.44	340,100	17
West Liberty	1,281	2.28	450,025	21
Wilmerding	4,353	0.26	1,965,675	26
Wilksburg	11,297	1.16	8,907,450	15 2-5
TOWNSHIPS.				
Aleppo	623	3.19	246,745	9
Baldwin	8,126	17.77	3,341,605	.
Braddock	353	2.92	329,860	10
Chartiers	3,115	2.57	2,493,965	9 ¹ / ₂
East Deer	1,952	12.91	934,675	6 ¹ / ₄
Harmar	772	7.28	592,735	7 ¹ / ₂
Harrison	6,166	7.28	1,800,340	.
Killbuck	1,205	2.84	224,035	10
Leet	1,912	5.44	1,820,985	11 ¹ / ₄
Lower St. Clair	4,382	1.03	1,356,090	7 ¹ / ₄
Mifflin	8,504	23.83	5,880,850	9 ¹ / ₂
Neville	758	1.88	664,070	5 ¹ / ₂
North Versailles	4,763	9.74	1,640,575	10 ¹ / ₂
O'Hara	2,079	10.52	1,740,425	5 ¹ / ₄

	Popula- tion.	Area sq. mile.	Assessed value.	Tax rate.
Plum	1,931	30.43	1,468,670	5½
Penn	3,282	21.10	1,861,905	5½
Patton	2,406	20.24	1,353,240	8
Ross	2,844	16.26	2,016,745	4¾
Reserve	3,169	3.30	1,532,730	7
Shaler	3,501	11.76	2,124,250	6½
Springdale	1,012	4.09	801,075	7
South Versailles	728	0.797	124,170	10
Scott	3,920	10.64	2,116,285	7
Sterrett	554	0.39	413,380	8
Stowe	2,618	6.10	1,466,365	4½
Union	1,285	3.58	358,560	9
Wilkins	2,427	4.87	1,298,250	6½

¹ The rate given for Pittsburg and Allegheny does not include the school tax, but it is simply the city tax of 17 and 13.5 mills respectively, with the county tax of two mills added.

² In these boroughs no report was made of borough tax. The rates given for the boroughs and townships are those sent in to the county commissioners' office for the last year, with the three mills county tax added.

³ The tax rate of McKeesport is made up of a city tax of ten and a school tax of six mills; to this is added the county tax, which is the same as in the boroughs and the townships, three mills.

Annual death rates in the cities for 1899: Pittsburg, 19 per 1,000; Allegheny, 15.62 per 1,000; McKeesport, 16.59 per 1,000.

New Orleans.¹—*Amalgamation.* There is no suburban population geographically a part of New Orleans, the amalgamation being completed nearly thirty years ago. We found the effect of consolidation was to increase revenue and taxation but to diminish the cost of collection and the cost of administration.

Census. The census was taken at a time very unfavorable to a fair appreciation of the population engaged in business in New Orleans which is about 310,000. The census taken in June showed a population of 287,104. There are 580 miles of inhabited streets, of which over 210 miles are paved with granite, street asphalt, vitrified brick and gravel.

Vital Statistics. The average mortality rate among the whites for the period 1880-1899 is about 18 per 1,000. This rate is doubtless too large, for it includes deaths among non-residents brought to the various hospitals of the city. The death rate among the negroes, who compose about one-fourth of the population, is higher, owing largely to the want of proper care for children. Yellow fever causes fewer deaths

¹ By Benjamin Rice Forman, Esq., New Orleans.

than whooping cough. The city is now spending \$19,000,000 for drainage and underground sewage, and for a new and pure water supply. These improvements will undoubtedly largely diminish the mortality rate.

Taxation. The city tax is twenty-two mills: ten mills is for alimony, and ten to pay the interest on the public debt. The latter yields a sum more than is necessary to pay the interest on the public debt. The surplus is devoted to permanent public improvements. Two mills are devoted to the bonds to be issued for the sewerage and for the water supply.

The state tax is six mills on the dollar plus one mill for levies or dikes to hold in check the waters of the Mississippi.

The assessed valuation of property is \$140,000,000. Real estate is assessed at an average of about 80 per cent of its selling value, but sometimes at its full value as the law demands. Corporate property, franchises and movables are assessed from 10 to 25 per cent of their real value. If these were assessed at real value the aggregate assessment would probably exceed \$300,000,000.

Cabinet Government. The charter of 1896, now in force, re-enacted the provision of the charter of 1882, which gave to the executive and administrative officers of the city, seats in the city council, with the right to debate any measures before that body. No executive or administrative officer has ever availed himself of the privilege conferred. The government has always been essentially by committees of the council, which, as a rule, only ratifies and approves the acts of its committees.

Cincinnati.¹—The official census report was a great disappointment. Instead of a population of nearly 400,000, Cincinnati has but 325,902—a gain of 9.77 per cent. She has been outstripped in the race for numbers by Cleveland, whose population is 381,768. The cause of the small gain in Cincinnati's population is easily traced; it is due to her peculiar geographical situation. Opposite her river bank are the thriving towns of Newport, Covington, Ludlow, Dayton and Bellevue, Kentucky, from which 15,000 people come daily to Cincinnati to earn their living. The electric street railroads carrying thousands of people daily far into the suburbs are also responsible for the slow growth of the population of the city proper. If Cincinnati has not as many people as Cleveland, her clearing house reports are more flattering, her postal receipts much larger and the decennial appraisement of her property shows a greater value.

The city inaugurated this fall a festival called "The Fall Festival." Its main features were an industrial exposition, and allegorical, indus-

¹ Communication of Max B. May, Esq.

trial and floral parades. It has been a decided financial success, and during the ten days, September 19-29, the city has been crowded with strangers. This "fall festival" will become an annual event.

In Ohio, every ten years, an appraisement is made of the real estate, this decennial appraisement fixing the tax value for the ensuing decade. The decennial appraisement of the city has been made and the same is now being equalized. In the returns the rapid growth of the suburbs can be seen. Property in the west end of the city has greatly depreciated in value, while property in the suburbs has greatly increased. The total value of the tax duplicate will be in the neighborhood of \$200,000,000, about the same as for 1890.

Minneapolis.—*Statistics.*¹ A statistical comparison of Minneapolis now and ten years ago shows considerable change in nearly every item. Area is one of the exceptions; the present area, 53.29 square miles, is exactly that of ten years ago. During the decade 1880-90 much territory was added, a large portion of which was unoccupied. In the decade just past the prevailing tendency has been to utilize this space rather than to extend the limits of the city. There seems to be no sentiment in favor of any further additions in the immediate future. The population has increased from 164,738 in 1890 to 203,718 in 1900, a gain of 23.67 per cent. It is generally believed that much the larger part of this increase has taken place during the past five years. The present assessed valuation is \$106,729,265, of which \$87,000,000 in round figures is realty and \$19,000,000 personal property. In 1890 the figures were realty \$118,826,696, and personal property \$19,159,025. The tax levy for the current year is 26.15 mills; in 1890 it was 19.3 mills. In the matter of the ownership of public utilities there has been no change in ten years. The water works alone are owned by the city. Experience with this enterprise is, as far as it goes, favorable to public ownership. The water rate is one of the lowest in the country and the department more than meets its expenses.

New Charter. The city is governed under the provisions of a charter dating from 1881. Numerous amendments have failed to make it wholly satisfactory and of recent years there has been a strong sentiment in favor of a new charter. In response to this sentiment a charter commission was appointed in 1898 and it submitted a charter to the voters at the general election in that year. A majority of those voting upon the proposition favored the adoption of the proposed charter, but it was not adopted as the requisite proportion of the total vote was not obtained upon the question. Last year another commission was appointed and the result of its labors will be submitted to

¹ Contributed by Professor Frank Maloy Anderson, University of Minnesota.

the voters at the coming general election. The prospect for its adoption does not seem bright, there being considerable opposition to it, particularly in labor circles. The most striking features of the proposed charter are: (1) Concentration of greater power in the hands of the mayor, particularly in the matter of appointments; (2) restriction of the city council more closely to legislative functions; (3) the creation of a civil service commission and the adoption to a limited extent of the merit system; (4) the creation of a teachers' retirement fund.

New Primary Law. Decidedly the most interesting item of municipal news is the outcome of the first trial of the new primary law, passed at the last session of the legislature and applicable only to Hennepin County. By the terms of this law party nominations for all elective offices are to be made directly by the voters themselves. The method of securing that result is as follows: The county auditor prepares for each recognized political party a ballot containing the names of all duly announced candidates for each office; upon the first registration day, which is seven weeks before the general election, the regular election judges offer to each voter as he registers the ballots of all the parties; the voter retires to a booth, checks off his preferences upon the ballot of the party with which he regards himself as affiliated, and returns it with the unused ballots to the judges; the results are canvassed by the judges and the persons receiving the highest vote upon each party ticket are declared the party nominees. Regarding the popularity of the new system the recent trial leaves no manner of doubt; over two-thirds of the total vote of the city were cast. Regarding the quality of the nominees the result was not so favorable in all cases. The contest for the Republican nomination for mayor was very spirited and resulted in the selection of a man who, by universal admission, would never have been nominated by a convention and who is exceedingly distasteful to a large portion of his party. The claim is made that some Democrats voted the Republican ticket in order to impose upon the Republicans a weak candidate. On the other hand the outcome of the aldermanic contests was distinctly better than would probably have been the case under the old system. Four former aldermen, notorious as members of a "combine," two of whose members were convicted of bribery and all of whose members were suspected of boodling, were defeated, although the pre-election prospect for their success had been very bright. Probably all of these men would have been nominated under the old system and three of them would have been elected, as they reside in wards where party nomination is almost equivalent to an election. The cause of good government is the gainer by their defeat.

FOREIGN CITIES.

Municipal Trading in Great Britain.—In a preceding number of the ANNALS¹ we stated that the success of British municipal trading was being investigated by a joint parliamentary committee of ten. They were instructed “to consider and report as to the principles which should govern powers given by Bills and Provisional Orders to municipal and other local authorities for industrial enterprise within or without the area of their jurisdiction.” The House committee was ordered April 6, 1900, by a vote of 141-67. The Lords’ committee May 11. The committee took evidence at sixteen sittings, between May 18 and July 28, when they recommended their reappointment and submitted the evidence which they had taken. The committee was made up of the following: Lord Rothschild, Lord Windsor, Earl of Crewe, Viscount Peel, Viscount Hampden and from the Commons, Sir Leonard Lyell, Sir Walter Foster, Mr. Hobhouse, Mr. Fry and Mr. Lawson. Thirty-six witnesses were examined. The testimony, including tabulated statistics for various municipalities, has been issued in a volume of 346 pages and twenty-three appendixes. This is replete with valuable information. It appears that seventeen local authorities made a net profit on their gas undertaking of £10,000 and upwards, aggregating nearly \$2,000,000. Tramways are owned by forty-nine local authorities; concessions to establish or extend are being sought by thirty-four. In addition to the usual public utilities which municipalities are seeking power to control, such as lighting plants, tramways, crematoria, markets, slaughter-houses, baths and wash-houses, are many which in this country are generally jealously guarded from public interference. Among these are cold air stores and ice production and distribution; stabling, accident insurance, piers, harbors, lodging-houses, etc.

Leek.²—We are wont to associate municipal trading with great cities. But in England, the smaller corporations have followed the example of the greater. The unincorporated town of Leek, with a population of only 15,000 and a ratable value of only £47,000, presents a very good example of successful municipal trading. The District Council owns the gasworks, waterworks, markets, cemetery, public baths, and allotments, and is establishing electricity works. Its markets date from the year 1209, but were not municipalized until the year 1859, when they were acquired at a cost of £4,300. Last year the income from the markets was £609, and the expenditure £403.

The old town commissioners purchased the waterworks from the

¹ September, 1900, p. 148, *et seq.*

² From “London Municipal Journal.”

Earl of Macclesfield many years ago. The lordly owner had obtained extraordinary powers under an act passed in 1827. The charges went as high as 2s. 6d. in the pound, without extras. The District Council has enormously reduced the charges, and they are now 8d. in the pound for domestic purposes and 6d. per 1,000 gallons for trade purposes. Last year the remainder of the debt was paid off, so that the charges can now be further reduced if considered desirable.

The gas supply was purchased in 1845, when the price of gas was 9s. 6d. per 1,000 cubic feet. The rate has gradually been reduced until it is now 2s. 6d. In fact, Leek prides itself upon supplying the cheapest gas in the country. For a town of its size this is certainly the case, when it is considered that for the last thirty years no charge has been made for public lighting. Last year there was a surplus profit of £1,200, and the District Council has recently obtained power to spend £20,000 in extending the works.

Leek is one of the few towns which makes a profit out of its municipal cemetery after meeting all expenses and loan charges. Public baths are not, of course, expected to make a profit, but they are very well patronized in the town, and are very successful from a sanitary point of view. The Public Library has also proved to be a most useful institution, and the District Council is enterprising enough to levy a penny rate for the purpose of technical instruction, to supplement a grant from the County Council. It also has a museum in connection with the Public Library, and has provided a number of allotments.

The Bubonic Plague and British Quarantine.—Quarantine in the strict sense of the word consists in the segregation of persons and objects coming, whether by sea or land, from localities in which a dangerous epidemic disease is in existence, with the object of limiting its spread. Although scientifically correct, quarantine has been abandoned in the United Kingdom because it is impracticable under the conditions of British trade. The scientific cannot be dissevered from the commercial question; and a quarantine which in practice could not be enforced would better be definitely abandoned so that no false sense of security by futile measures is engendered. Incidentally, experience has shown that European countries which trust to quarantine have suffered more severely from cholera than England which has abandoned it. Sanitation is the true chief means of defence. Yet England does not trust to sanitation alone. Its system of medical inspection at the ports and subsequent supervision of persons landed from suspected vessels furnishes a valuable means of detecting the first cases of an imported disease.

The occurrence within the past month (September, 1900) of over

twenty cases of plague in Glasgow will not alter the attitude of British administrators in regard to quarantine. Every effort will be made by medical inspection to prevent the importation of exotic disease, and persons landing will be subsequently visited at their homes. The present plague having called the attention of sanitary officials to the possibility of an obscure case being one of that disease, there is every reason to believe that it will be stamped out before it has seriously spread.

Although quarantine is impracticable and inadvisable in Great Britain, which, while physically an island, is epidemiologically a part of the continent of Europe, it is justifiable under certain circumstances. To quote Dr. Ashburton Thompson's proposition concerning it: "*The degree of protection which quarantine measures can afford is inversely as the ease of communication between the infected country and the country to be defended.*" Quarantine measures do not absolutely exclude infection but only *diminish the entering number of foci*. In rejecting medical inspection as being insufficient for Australia, the members of the conference of the six Australian colonies were guided by the following consideration: "*Nations whose internal sanitary administration is not perfect, cannot afford to refer the observation of suspects to the country at large.*"

Between European countries no amount of quarantine will prevent intercommunication on an enormous scale, while between natives of India and Europe it is almost non-existent. The chief reason for the difference is that there are no crowds passing over from India to Europe, no ships laden with emigrants or dirty passengers of the lowest type as there are between European ports and between these and the United States. Thus it is equally true that cholera, for example, is carried by ships from country to country in Europe and that it is not thus carried from India. Mecca is the main place of danger for Europe. It is over 2,000 miles nearer Europe than any Indian port, and more than 4,000 miles nearer than Calcutta; and its great annual gatherings of pilgrims bring the centre of cholera by so much nearer Europe. Hence the sanitation of the Mohammedan shrines and the routes to them, and the regulation of the pilgrim traffic, constitute the most important measure against cholera in Europe.